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SPECIAL EDUCATION FOR HANDICAPPED CHILDREN; FIRST ANNUAL REPORT OF THE NATIONAL ADVISORY COMMITTEE ON HANDICAPPED CHILDREN.

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OFFICE OF EDUCATION (DHEW), WASHINGTON, D.C.

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IN ACCORDANCE WITH TITLE SIX OF PUBLIC LAW 89-10, THE NATIONAL ADVISORY COMMITTEE ON HANDICAPPED CHILDREN MUST MAKE RECOMMENDATIONS TO THE COMMISSIONER OF EDUCATION AND REVIEW THE ADMINISTRATION AND OPERATION OF THE PROVISIONS OF THE LAW ADMINISTERED BY HIM, WITH RESPECT TO HANDICAPPED CHILDREN, INCLUDING THEIR EFFECT ON IMPROVING THE EDUCATIONAL ATTAINMENT OF SUCH CHILDREN. THE REPORT OF THE COMMITTEE'S WORK INCLUDES A SUMMARY OF ITS VIEWS AND RECOMMENDATIONS AND AN EXPLANATION OF ITS REPORT. A REVIEW OF CURRENT ORGANIZATION AND PROGRESS OF THE BUREAU OF EDUCATION FOR THE HANDICAPPED IS PROVIDED, ALONG WITH AN ORGANIZATIONAL CHART. INFORMATION IS INCLUDED ON THE DIVISION OF RESEARCH, THE DIVISION OF EDUCATIONAL SERVICES (ASSISTANCE TO STATES FOR EDUCATION OF HANDICAPPED CHILDREN AND AID TO STATE INSTITUTIONS FOR THE HANDICAPPED), AND THE DIVISION OF TRAINING. THE BUREAU'S PROGRAMS ARE EVALUATED, AND RECOMMENDATIONS ARE MADE FOR THEIR IMPROVEMENT. SPECIAL AREAS NEEDING DEVELOPMENT ARE DISCUSSED, INCLUDING (1) SPECIAL LEARNING DISABILITIES, (2) EARLY PRESCHOOL EDUCATION OF HANDICAPPED CHILDREN, (3) PROGRAM DEVELOPMENT FOR HANDICAPPED CHILDREN IN THE INNER CITY AREAS, AND (4) EDUCATION OF HANDICAPPED CHILDREN IN RURAL AREAS (DEVELOPMENT OF SPECIAL EDUCATIONAL ADMINISTRATIVE UNITS FOR SPARSELY SETTLED AREAS, OF SPECIAL REGIONAL BOARDING FACILITIES ON A SHORT TERM BASIS, OF TRANSPORTATION SYSTEMS THAT WILL REACH HANDICAPPED CHILDREN IN REMOTE AREAS, AND OF PROCEDURES USING MODERN COMMUNICATION TECHNIQUES FOR HOMEBOUND CHILDREN). ALSO INCLUDED IN THE REPORT ARE THE LETTERS OF TRANSMITTAL, A LIST OF THE COMMITTEE'S MEMBERS, AND THE LEGAL DEFINITION OF HANDICAPPED CHILDREN (PUBLIC LAW 88-164). (JD)

ED018058

First Annual Report

National Advisory Committee

on Handicapped Children

January 31, 1968

U. S. DEPARTMENT OF

HEALTH, EDUCATION, AND WELFARE

OFFICE OF EDUCATION

SPECIAL EDUCATION FOR HANDICAPPED CHILDREN

toward fulfillment of the nation's commitment . . . . .

EC 002 230
ERIC

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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January 31, 1968

SPECIAL EDUCATION FOR HANDICAPPED CHILDREN

The First Annual Report of the
National Advisory Committee on
Handicapped Children

U.S. Department of Health, Education, and Welfare
John W. Gardner, Secretary

OFFICE OF EDUCATION
Harold Howe II, Commissioner

CONTENTS

	Page
LETTERS OF TRANSMITTAL	iv
MEMBERS OF THE NATIONAL ADVISORY COMMITTEE ON HANDICAPPED CHILDREN	vii
DEFINITION OF HANDICAPPED CHILDREN UNDER PUBLIC LAW 88-164	viii
SUMMARY OF VIEWS AND RECOMMENDATIONS NATIONAL ADVISORY COMMITTEE ON HANDICAPPED CHILDREN	1
REPORT OF THE NATIONAL ADVISORY COMMITTEE ON HANDICAPPED CHILDREN	7
REVIEW OF CURRENT ORGANIZATION AND PROGRESS OF BUREAU OF EDUCATION FOR THE HANDICAPPED	9
ORGANIZATION CHART OF THE BUREAU OF EDUCATION FOR THE HANDICAPPED	11
Division of Research	12
Division of Educational Services	14
Assistance to States for Education of Handicapped Children	16
Aid to State Institutions for the Handicapped	17
Division of Training Programs	19
EVALUATION OF PROGRAMS	21
RECOMMENDATIONS FOR THE IMPROVEMENT OF CURRENT FUNCTIONS AND PROGRAMS OF THE BUREAU	27
RECOMMENDATIONS CONCERNING SPECIAL AREAS NEEDING DEVELOPMENT	32
Special Learning Disabilities	32
Early Pre-school Education of Handicapped Children	35
Program Development for Handicapped Children in the Inner City Areas	37

Contents

	Page
Education of Handicapped Children in Rural Areas	40
Development of Special Educational Administrative Units for Sparsely Settled Areas	41
Development of Special Regional Boarding Facilities on a Short Term Basis	41
Development of Transportation Systems that will Reach Handicapped Children in Remote Areas	42
Development of Procedures using Modern Communication Techniques for Home-Bound Children	43

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
WASHINGTON, D.C. 20202

January 31, 1968

Dear Mr. Howe:

Under Title VI of Public Law 89-10, as amended, the National Advisory Committee on Handicapped Children is requested to make such recommendations as it may deem appropriate to the Commissioner of Education. The Committee is also required to review the administration and operation of the provisions of the law administered by the Commissioner, with respect to handicapped children, including their effect in improving the educational attainment of such children.

On behalf of the National Advisory Committee on Handicapped Children, I take pleasure in presenting its First Annual Report entitled, "Special Education for Handicapped Children."

Sincerely,

Samuel A. Kirk
Presiding Chairman

Honorable Harold Howe II
U.S. Commissioner of Education
Washington, D.C.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
WASHINGTON, D.C. 20202

February 23, 1968

Dear Mr. Secretary:

As required by Title VI of Public Law 89-10, as amended, the National Advisory Committee on Handicapped Children has reviewed the administration of the new Bureau of Education for the Handicapped, and the status of legislation pertaining to the use of Federal funds to assist State education agencies, institutions of higher education, and other non-profit agencies that administer Federal programs relating to the education of handicapped children.

I am pleased to submit the enclosed report prepared by the Committee, which encompasses the period of its existence. The report shows that the Bureau of Education for the Handicapped, and the State education agencies and educational institutions, working together, have made demonstrable progress in less than a year's experience and operation by the Bureau.

Sincerely,

Harold Howe II
U.S. Commissioner of Educatio.

Honorable John W. Gardner
Secretary of Health, Education, and Welfare
Washington, D.C.

THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE
WASHINGTON, D. C. 20201

March 4, 1968

Dear Mr. Speaker:

It gives me pleasure to transmit the first Annual Report of the National Advisory Committee on Handicapped Children, which was established under Title VI of the Elementary and Secondary Education Act, Public Law 89-10, as amended.

Pursuant to the provisions of the Act, the Committee is responsible for the review, administration, and operation of this Title and other provisions of law administered by the Commissioner of Education with respect to handicapped children.

This report deals with the current organization and progress of the Bureau of Education for the Handicapped. The Bureau was established a little over a year ago on January 12, 1967. In that time it has acted with vigor to attract experienced leadership and skilled professionals, to speed research in special education, to provide for training programs for large numbers of teachers, and to advance special services to children.

Sincerely,

William H. Cohen

Acting Secretary

Honorable John W. McCormack
Speaker of the House of Representatives
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THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE
WASHINGTON, D. C. 20201

March 4, 1968

Dear Mr. President:

It gives me pleasure to transmit the first Annual Report of the National Advisory Committee on Handicapped Children, which was established under Title VI of the Elementary and Secondary Education Act, Public Law 89-10, as amended.

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Sincerely,

William J. Cohen

Acting Secretary

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*Presiding Chairman

DEFINITION OF HANDICAPPED CHILDREN

UNDER PUBLIC LAW 88-164

"MENTALLY RETARDED, HARD OF HEARING, DEAF, SPEECH IMPAIRED, VISUALLY HANDICAPPED, SERIOUSLY EMOTIONALLY DISTURBED, CRIPPLED, OR OTHER HEALTH IMPAIRED CHILDREN WHO BY REASON THEREOF REQUIRE SPECIAL EDUCATION."

SUMMARY OF VIEWS AND RECOMMENDATIONS

NATIONAL ADVISORY COMMITTEE ON HANDICAPPED CHILDREN

The National Advisory Committee on Handicapped Children was established under the provisions of Title VI of the Elementary and Secondary Education Act. This Committee was composed of both professional specialists and interested lay citizens. The membership of the Committee decided to concentrate on two major tasks that could be accomplished during the six months period before its first official report was due.

The first task was to determine the current status of the educational programs for the handicapped in the U.S. Office of Education by examining the activities of the Bureau of Education for the Handicapped.

The second task was to develop recommendations in four areas of special needs, (a) the handicapped child in the inner city, (b) the handicapped child in rural settings, (c) children with special learning disabilities, and (d) preschool programs for handicapped children.

ADMINISTRATION OF CURRENT PROGRAM OPERATIONS

In its analysis of current administration of programs for the handicapped in the Office of Education, the National Advisory Committee on Handicapped Children was impressed with the following:

1. The rapid inauguration of the new Bureau of Education for the Handicapped on January 12, 1967, by the Commissioner of Education, even though Congress did not require its establishment until July 1, 1967.
2. The acquisition of leadership personnel for the Bureau of Education for the Handicapped in a short period of time. The Committee felt that an important factor in recruitment of effective personnel for any operation is based on a high sense of purpose and the dynamics of a program. The Bureau of Education for the Handicapped has this characteristic in full measure.
3. The leadership of the Bureau in establishing a "creative partnership" with local and State programs to advance its programs of research, training and services for the handicapped.

- - - - - -

The following recommendations are designed to assist the further development of this program. The urgency with which these recommendations are presented is emphasized by the Committee's recognition that even today, less than half of the nation's 5,000,000 handicapped children are receiving special educational services.

RECOMMENDATIONS

Administration of Handicapped Programs

1. EXAMINATION OF LONG-RANGE PROGRAM NEEDS - A comprehensive examination of program needs for handicapped children in the United States should be conducted. Such a study would require a professional and technical staff under the direction of the National Advisory Committee on Handicapped Children. Its purpose should be to help establish priorities, with the over-all goal being nothing short of quality educational services for all handicapped children and their parents.

2. PROGRAM APPROPRIATION FUNDS - Congress should act to reduce the large gap between program authorization (authority to spend money) and program appropriation (actual money available to spend) in programs for the handicapped.

3. BUREAU OPERATING FUNDS - The Bureau of Education for the Handicapped should be provided with an adequate operating budget to allow it to accomplish its mission.

4. RESEARCH AND DEVELOPMENT CENTERS - Congress should provide additional funds in the research budget for the construction and operation of research and development centers that will focus a sustained

effort on major research problems in the education of handicapped children.

5. PARTICIPATION IN COMPREHENSIVE PROGRAMS AND MULTIPLE AGENCY FUNDING - In comprehensive programs, with multiple agency funding (such as model cities and neighborhood service centers), educational programs for handicapped are often omitted. Funds should be available, and administrative avenues open, so that handicapped children can participate fully in such programs.

Special Projects Report

The National Advisory Committee on Handicapped Children, from its studies on specific problem areas, generated the following recommendations. The full justification for these recommendations is found in the body of the report.

6. FUNDING FOR SPECIAL LEARNING DISABILITIES - Funds appropriated for research and training programs for children with special learning disabilities should be substantially increased. Such additional funds, necessary to define and explore this new area, should not be allocated at the expense of the pressing program needs in established areas.

7. PRE-SCHOOL EDUCATION FOR HANDICAPPED CHILDREN - Congress should appropriate funds necessary for the

development of model programs of pre-school education for handicapped children between the ages of 3 and 6.

8. RESEARCH OF HANDICAPPED CHILDREN IN INNER CITY AREAS - The Bureau of Education for the Handicapped should encourage research for the purpose of identifying the number, variety, and severity of handicapping conditions existing in the child population of the inner city areas.

9. EDUCATIONAL PROGRAMS FOR THE HANDICAPPED IN INNER CITIES - The Bureau of Education for the Handicapped should encourage states and local communities to develop unique educational programs in inner city schools that will be adapted to the conditions of intellectual, social, and emotional deprivation often found in inner cities.

10. FEDERAL SUPPORT FOR HANDICAPPED CHILDREN IN RURAL AREAS - Provision should be made for Federal financial assistance for the development of models or prototype demonstrations of services to rural handicapped children.

In making these recommendations the National Advisory Committee on Handicapped Children recognizes that we have realized a year of significant achievement, a year that

has provided a sound foundation for the next stage of progress.

A favorable response to the Committee's recommendations could generate the next thrust forward towards the fulfillment of the commitment to educate the nation's handicapped children.

With this presentation of views and recommendations to improve the function of the Bureau of Education for the Handicapped, and to act upon four special areas that urgently need attention in order to speed the education of handicapped children, the Committee looks forward to the coming year's activities. During 1968, the Committee plans to initiate investigations and special task force studies encompassing other important areas that require development for the benefit of handicapped children.

REPORT OF THE

NATIONAL ADVISORY COMMITTEE ON HANDICAPPED CHILDREN

The creation of the National Advisory Committee on Handicapped Children was authorized under the provisions of Title VI of Public Law 89-750, "Elementary and Secondary Education Act amendments of 1966," which directed the U.S. Commissioner of Education to establish within the Office of Education a National Advisory Committee on Handicapped Children.

The full Committee has met twice and a number of subcommittee meetings have been held for the purpose of studying special aspects of the education of handicapped children. The Committee is pleased to submit herewith its first annual report.

* * * * *

Title VI amended the Elementary and Secondary Education Act to provide specifically for the "Education of Handicapped Children." This progressive legislation has created a breakthrough in the following three areas:

(1) It provided Federal grants to the States to finance educational programs for the handicapped;

(2) It established the 12-member National Advisory Committee on Handicapped Children;

(3) It created within the United States Office

of Education a new Bureau of Education for the Handicapped.

The law is specific in establishing the responsibility it places upon the National Advisory Committee on Handicapped Children. It stipulates that the Committee:

> "...shall review the administration and operation of this Act, Title II of Public Law 874, Eighty-first Congress, and other provisions of law administered by the Commissioner, with respect to handicapped children, including their effect in improving the educational attainment of such children, and make recommendations for the improvement of such administration and operation with respect to such children.
>
> "These recommendations shall take into consideration experience gained under this and other Federal programs for handicapped children and, to the extent appropriate, experience gained under other public and private programs for handicapped children.
>
> "The Advisory Committee shall from time to time make such recommendations as it may deem appropriate to the Commissioner not later than January 31 of 1968 and each fiscal year thereafter. The Commissioner shall transmit each such report to the Secretary together with his comments and recommendations, and the Secretary shall transmit such report, comments, and recommendations to the Congress together with any comments or recommendations he may have with respect thereto.
>
> "The Commissioner may, at the request of the Advisory Committee, appoint such special advisory professional or technical personnel as may be necessary to enable the Advisory Committee to carry out its duties."

Closer coordination of existing programs for the education of the handicapped is called for under Section

609 of the Act as follows:

> "The Commissioner shall establish at the earliest practicable date, not later than July 1, 1967, and maintain within the Office of Education a bureau for the education and training of the handicapped which shall be the principal agency of the Office of Education for administering and carrying out programs and projects relating to the education and training of the handicapped, including programs and projects for the training of teachers of the handicapped and for research in such education and training."

The initial task of the Committee was to review the structure and functions of the new Bureau of Education for the Handicapped; to delineate crucial issues; discuss them; and make recommendations towards developing a solution of these issues.

REVIEW OF CURRENT ORGANIZATION AND PROGRESS OF BUREAU OF EDUCATION FOR THE HANDICAPPED

The National Advisory Committee reviewed the structure and functions of the new Bureau of Education for the Handicapped. This review revealed the following data:

The Bureau was established in the U.S. Office of Education on January 12, 1967, to administer and carry out programs and projects relating to the education and training of the handicapped, including research and development projects on the handicapped.

The Bureau's function is to assist States, colleges, universities, and other institutions, agencies, and organizations, to meet the educational needs of the nation's

handicapped children who require special services. These children account for approximately 10% of the school-age population. They are the mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or have some other health impairment that requires special education and related services.

Currently included in the Bureau are a number of programs conducted expressly for the handicapped, such as support of training for teachers and other professional personnel engaged in the education of the handicapped, grants for educational research, and media services, including a Captioned Films Program for the Deaf. In addition, the Bureau administers a new program of financial aid to help States and local school districts initiate, expand, and improve their resources for the education of the handicapped, and a program of financial assistance for State-operated and supported schools for the handicapped.

Organizationally, the Bureau of Education for the Handicapped is directed by an Associate Commissioner of Education, who serves as principal advisor to the Commissioner of Education on matters relating to the education of handicapped children and youth. As shown on the chart on page 11, within the Bureau, separate divisions are concerned with (1) Research, (2) Educational Services, and (3) Training Programs. Staff

UNITED STATES OFFICE OF EDUCATION

COMMISSIONER

BUREAU OF EDUCATION FOR THE HANDICAPPED

ASSOCIATE COMMISSIONER

DEPUTY ASSOCIATE COMMISSIONER

- EXECUTIVE OFFICER
- PLANNING & EVALUATION STAFF
- INFORMATION & REPORTS STAFF
- DIVISION OF RESEARCH
  - PROJECTS & PROGRAMS RESEARCH BRANCH
  - RESEARCH LABORATORIES & DEMONSTRATION BRANCH
  - CURRICULUM & MEDIA BRANCH
- DIVISION OF EDUCATIONAL SERVICES
  - MEDIA SERVICES & CAPTIONED FILMS BRANCH
  - PROJECT CENTERS BRANCH
  - AID TO STATES BRANCH
    - PRESCHOOL & SCHOOL PROGRAMS SECTION
    - STATE SCHOOLS SECTION
- DIVISION OF TRAINING PROGRAMS
  - MENTAL RETARDATION BRANCH
  - COMMUNICATION DISORDERS BRANCH (Visually handicapped, deaf, speech and hearing)
  - SPECIAL LEARNING PROBLEMS BRANCH (Emotionally disturbed, learning disabilities, crippled and other health problems)

functions are performed by a Deputy Associate Commissioner, a Program Planning and Evaluation Officer, an Executive Officer, and a Public Information Officer.

DIVISION OF RESEARCH

The structure of the Division of Research of the Bureau of Education for the Handicapped includes the following three branches: (a) The Projects and Programs Research Branch, which is responsible for the support of research facility construction, research and development centers, programmatic research grants, departmental research development grants, and research project grants; (b) The Research Laboratories and Demonstrations Branch, which is responsible for providing support for a national network of 14 Instructional Materials Centers serving teachers in the field of special education, regional demonstration centers, demonstration projects, and conferences related to research; and (c) The Curriculum and Media Branch, which is responsible for supporting projects related to the development and evaluation of educational media and curriculum.

The division supports a wide variety of projects designed to improve the education of handicapped children. There are no restrictions placed on the types of projects that can be supported, provided they fit within the broad definition of research or related activities and deal with handicapped

children and youth.

For fiscal year 1967, 126 projects were funded for a total of $8,041,248. This represents an increase of expenditures over the previous year of $2,044,074 for research, which permitted the development of 53 new projects.

Following are several typical research projects. For example, in the area of blind children, an important project is currently being supported at the University of Louisville, in Louisville, Kentucky. This research project is concerned with the use of "compressed speech" as an educational medium for the blind. A research project for computer transliteration from print to Braille is being conducted by the American Printing House for the Blind. Both institutions are also working on the development of improved tactile communication systems.

In the area of research for mentally retarded children, Yeshiva University in New York City is currently involved in research, development, implementation and evaluation of a social learning curriculum for the mentally retarded. Related projects on similar problems are being researched in Kansas and Iowa institutions, through the development of specific curriculum materials, and by studies of methods to implement this area of research.

In the complex field of learning disabilities, a pro-

ject has been funded through the University of the State of New York. The university is responsible for the establishment of an experimental special education program for boys with learning disabilities in Kingston, New York. Under this research project, a study is being made of perceptual, conceptual, motivational, and personality variables related to this problem.

Following is a breakdown of funds made available for research activities for handicapped children over the last five years:

Fiscal year	1964	$1,000,000
" "	1965	2,000,000
" "	1966	6,000,000
" "	1967	8,100,000
" "	1968	11,100,000

DIVISION OF EDUCATIONAL SERVICES

The Division of Educational Services includes three branches: (a) The Media Services and Captioned Films Branch; (b) The Project Centers Branch; and (c) Aid to States Branch.

The Media Services and Captioned Films Branch provides Federal financial aid to schools and classes for the deaf for the purchase of audio-visual equipment. It also provides for the development of specially designed

instructional film strips and motion picture films. The Congressional act authorizing this program also authorized research and training related to the media services.

The Captioned Films Program for the Deaf has been especially well received by teachers of the deaf throughout the country. Under this program, film production in fiscal year 1967 included 74 filmstrips; two 16mm. teacher training films, of 20 and 30 minutes length respectively; 63 "single concept" 8mm. films for language arts instruction; and 140 scripts for future production of film and filmstrips. A study guide project produced teacher's guides for 75 educational films.

Training programs on the use of media were carried on by four Regional Media Centers for the Deaf. These provided media workshops ranging from 2 days to 6 weeks in length and involved some 1,600 teachers. These activities were conducted in 43 States, and doubled the number of persons reached the previous fiscal year.

Showings of general interest and educational films in schools, churches and clubs totalled 52,084 with an audience of 1,258,593, representing an increase of approximately 50%. Distribution of other educational media such as filmstrips reached an estimated 90% of all educational programs for the deaf in the United States.

Seven research and development projects were in process,

all of which are continuing from previous years, and center on aspects of the communication process, the principal educational problem for the deaf.

For example, a study of programmed language instruction for deaf children presents basic vocabulary pictorially, and combines these words into sentences. Using this material on a multiple choice instructional device the child can select one of several coded buttons and get an immediate response telling him if his answer is right or wrong. In another research project, trained librarians in schools for the deaf made a careful evaluation of several hundred books recommended by the American Library Association for use in elementary schools. Evaluators, familiar with the reading problems of deaf children, selected 300 books best suited to meet these special needs and prepared an annotated list that could serve as a buyer's guide for schools for the deaf.

The Committee was pleased to note that the media program for the deaf has been extended this year to include all other categories of handicapped children.

Assistance to States for Education of Handicapped Children - was provided for under Title VI, Part A of the Elementary and Secondary Education Act of 1965, as amended. The purpose of this legislation was to provide grants to assist States (including Puerto Rico, Guam, American Samoa,

the Virgin Islands, and the Trust Territories of the Pacific Islands) to initiate, expand, and improve special education and related services for handicapped children at pre-school, elementary and secondary school levels.

The supplemental appropriation for fiscal year 1967 provided $2,425,000 for planning grants to States. These funds were made available to the States for planning and leadership activities, including, but not limited to, the development of State plans for utilization of future allocations. These planning funds have resulted in the development, for the first time, of long range program plans for special education in each State.

Aid to State Institutions for the Handicapped - was provided for under section 6 of Public Law 89-313, which amended the basic Title I formula of the Elementary and Secondary Education Act to include handicapped children in State-operated and State-supported schools. During fiscal year 1967, approximately 90,000 handicapped children in 49 States and the District of Columbia benefited from educational projects funded by a $15,065,351 allocation. The availability and flexibility of these Federal funds have enabled teachers and administrators to put into practice effective programs which they have wanted to introduce for many years.

Aid to State institutions projects serve children in

approximately 700 special schools. Varying in size and scope, the projects are intended to help handicapped children lead more productive lives.

Among the many uses to which these funds have been placed are the careful diagnosis of children's handicaps; in-service training of teachers, house-parents, and others involved with the children. Many new classes for handicapped pre-schoolers have been developed; home-school coordinators, pre-vocational, and pilot vocational classes have been added to many school programs; and new curricula have been developed. For example, coordinated workbooks and texts for elementary school deaf children have been produced for use in English and social studies.

Recent research findings have been used to improve teaching techniques. For example, comprehensive diagnosis of previously classified "uneducable" mentally retarded children has revealed that some of these youngsters are suffering multiple handicaps, and when properly treated can respond and can become "educable."

The most important measurement of progress is how programs affect the lives of individuals. For example, take the case of Hosie. Hosie's metamorphosis challenges us to seek new ideas in the handicap field. He was admitted to Woodbridge State School in New Jersey at the age of 12, a victim of cerebral palsy. Hosie was unable to

dress himself, talk, and was hyperactive. Public Law 89-313 funds made it possible to engage a full-time certified teacher for the cottage where Hosie lives with 44 other non-ambulatory children. Beginning in September 1966, Hosie attended school five days a week. He learned to respond when his name was called by raising his hand, and to recognize and place his name tag on the proper hook of the roll call board. He learned to hum tunes and began to dress himself, a skill the teacher thought might never be possible when she first saw Hosie. For Hosie and his classmates, Federal resources and State effort have created a chance for change, and he won't be placed in the back wards of a State institution and be forgotten. Although limited by his handicaps, Hosie's future will be brighter; his aspirations raised; his cost to society reduced; and his hope for today kindled.

DIVISION OF TRAINING PROGRAMS

Public Law 88-164, and subsequent amendments which broadened training programs for the handicapped, authorizes expenditure of Federal funds for the preparation of teachers, supervisors, and specialized personnel working with handicapped children.

The Division of Training Programs is organized into three branches: (a) The Mental Retardation Branch; (b) The

Communication Disorders Branch, administering programs for speech and hearing, the deaf, and the blind; and (c) The Special Learning Problems Branch, including the seriously emotionally disturbed, learning disabilities, crippled, and other health impaired.

During fiscal year 1967, substantial progress was achieved in the program for the preparation of professional personnel in the education of handicapped children. Grants for this activity were made to public and private non-profit institutions of higher learning and to State educational agencies. Preparation included senior year traineeships or graduate fellowships. Other preparation took place in special study institutes and summer traineeships. The number trained represented an increase of approximately 3,300 teachers and students who were enrolled in programs compared with the previous fiscal period. In addition, the law authorized grants for development of new educational programs for the handicapped in institutions of higher learning.

For academic year 1966-1967 (fiscal year 1966), 8,320 teachers and students were trained in 221 institutions of higher learning. In 1967-68, 11,593 teachers and students were trained in 243 institutions of higher learning. In addition, 53 grants were awarded to institutions of higher learning for the development of new training programs

in 1966-67, whereas in 1967-68, 65 grants for the development of additional training programs were awarded to 58 educational institutions. Total expenditures in 1966-67 for this program amounted to $19,481,324 -- an increase of $4,981,880 over the previous fiscal year. In 1967-68 awards amounted to $24.5 million.

EVALUATION OF PROGRAMS

In reviewing the functions of the new Bureau, the Committee was impressed with several meaningful aspects of its operations as follows:

. The rapid creation of a Bureau that encompasses all activities concerned with handicapped children under a single management. Even though the Congressional act authorizing the new Bureau did not require it to begin existence until July 1, 1967, the Commissioner of Education organized the Bureau on January 12, 1967.

. The Committee is pleased to note that the Bureau has adopted a policy to integrate and correlate its planning with other agencies of the Department of Health, Education, and Welfare concerned with handicapped children. For example, a joint agreement has been made with

the Division of Mental Retardation of the Social Rehabilitation Service to provide special education personnel who will participate in the interdisciplinary training programs of the University Affiliated Centers for Mental Retardation. This integration of resources should have a significant and favorable bearing on the cost effectiveness and social values of Federal programs for the handicapped.

. The ability of the Office of Education to attract, recruit and rapidly process highly qualified and nationally recognized professional personnel to staff the Bureau.

. The Committee notes with pleasure that when an efficient and forward looking organization is created, such as the Bureau of Education for the Handicapped, it will attract outstanding leadership, as demonstrated in this instance with the high caliber of personnel that joined the Bureau since its organization.

For example, the Commissioner of Education successfully persuaded Dr. James J. Gallagher, Professor of Special Education and Associate Director of the Institute of Research on Exceptional Children of the University of Illinois,

to accept the position of Associate Commissioner to head the new Bureau. Dr. Gallagher was also the President of the Council for Exceptional Children, whose membership represents 37,000 teachers, administrators, and other specialists in special education.

In addition, a distinguished group of professionals has joined Dr. Gallagher to provide effective leadership for the Bureau. These include Dr. Edwin W. Martin, Jr., who serves as Deputy Associate Commissioner; Dr. James W. Moss, who heads the Division of Research; Dr. Frank B. Withrow, who directs the Division of Educational Services; and Dr. Leonard J. Lucito, who recently became associated with the Bureau as Director of the Division of Training Programs. Other members of the Associate Commissioner's staff, directors of branches, and special unit directors have equally fine professional backgrounds in the field of handicapped children, or in their specialties.

. Since 1960, as a result of foresighted Congressional legislation, 32,000 professional personnel have been trained to serve handi-

capped children. There are now over 70,000 trained persons in this field. While this achievement has helped to reduce the deficiency of additional personnel needed in special education to an estimated 225,000, the problem of trained personnel remains a serious one. With Congressional support, the Bureau is rapidly implementing its programs to accelerate the training of thousands of new personnel in special education, thereby decreasing the discrepancy between professional supply and the increasing demand.

. It is gratifying to the Committee to be able to report that a survey of students who had previously been trained with the aid of Federal funds under P.L. 85-926, P.L. 87-276, P.L. 88-164, and P.L. 89-105, shows that 93% of those who received financial aid later accepted employment in some capacity to serve handicapped children. Another study found that persons trained under this program remained in special education positions longer than personnel trained in regular education.

. A review of the activities of the Bureau's research and demonstration operations

revealed that from the basic research findings and demonstration grants there is a continuing flow of practical applications to aid the handicapped. Two of these applications are especially worthy of mention here. There is now a network of 14 Instructional Materials Centers throughout the nation. These Centers provide teachers of special education with effective tools and new materials to reach handicapped children.

Another unique service established to serve the handicapped is the new Educational Resources Information Center, commonly known as ERIC. ERIC is headquartered in Washington, D.C., and has a clearinghouse at the Council for Exceptional Children in Washington. ERIC provides teachers and other interested educators with reports of available research on handicapped children. Its services are made available throughout the nation by 17 ERIC Clearinghouse Centers.

The Captioned Films Program for the Deaf made impressive progress in 1967. Instructional materials needed by deaf children are found in almost all schools and classrooms for the deaf. This program is presently being used

as a model to provide similar media services to other categories of handicapped besides the deaf, as a result of the 1967 amendments to the Elementary and Secondary Education Act.

. The Committee was impressed by the policy of the Bureau to establish a partnership with State and local school systems in decision-making procedures involving the education of handicapped children. This policy was implemented through numerous meetings with State educators who participated fully in the development of guidelines and regulations relating to Federal and State administration of Title VI.

. The Bureau's implementation of its policy of utilizing the services of expert consultants in its programs, has made the decisions on training and research highly acceptable to applicant universities and State and local school agencies seeking Federal funds for their programs. As part of the Bureau's program of working together with State and local agencies, the Committee also approves of the Bureau's plan to hold six regional discussion workshops with professionals in the

field during 1968. These meetings will seek to identify current problems in the education of handicapped children, and reach a consensus on national priorities.

RECOMMENDATIONS FOR THE IMPROVEMENT OF CURRENT FUNCTIONS AND PROGRAMS OF THE BUREAU

In its review of the functions and programs of the Bureau of Education for the Handicapped, the Committee offers the following comments and recommendations:

The Committee has observed that programs for handicapped children have evolved over the years in a piecemeal fashion at the Federal, State and local level. A national policy for the education, care and management of handicapped children and the exact commitment of our society has not yet been determined. Policy guidelines are essential for the use of Congress and State and local officials and for professional personnel.

A special study group, consisting of highly skilled professionals, will be required, whose task it will be to delineate the future major problems facing the nation in the education of the handicapped. This delineation is vitally needed before a sound long range program, or even an intermediate range program,can be developed to educate all

handicapped children. The appointment of professional and technical personnel to enable the Committee to carry out its duties is within the provisions of the Congressional Act quoted on page 8 of this report.

THEREFORE, THE COMMITTEE RECOMMENDS THAT:

1. A COMPREHENSIVE EXAMINATION OF PROGRAM NEEDS FOR HANDICAPPED CHILDREN IN THE UNITED STATES SHOULD BE CONDUCTED. SUCH A STUDY WOULD REQUIRE A PROFESSIONAL AND TECHNICAL STAFF UNDER THE DIRECTION OF THE NATIONAL ADVISORY COMMITTEE ON HANDICAPPED CHILDREN. ITS PURPOSE SHOULD BE TO HELP ESTABLISH PRIORITIES, WITH THE OVER-ALL GOAL BEING NOTHING SHORT OF QUALITY EDUCATIONAL SERVICES FOR ALL HANDICAPPED CHILDREN AND THEIR PARENTS.

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The Committee has noted a tendency in recent years for the Congress to <u>authorize</u> funds for categorical functions, and then fail to <u>appropriate</u> funds in harmony with such authorizations. For example, under Title VI of the Elementary and Secondary Education Act of 1966, as amended, Congress authorized $51.5 million for 1967, and appropriated less than $2.5 million, representing only 5% of the authorization. In 1968 Congress authorized $154.5 million for Title VI and appropriated less than $15 million. This tendency has been repeated in other Congressional acts, such as Title III of P.L. 88-164, P.L. 85-926, P.L. 87-276, and P.L. 89-105, where the appropriations lag far behind authorizations for both research and training.

THEREFORE, THE COMMITTEE RECOMMENDS THAT:

2. CONGRESS SHOULD ACT TO REDUCE THE LARGE GAP BETWEEN PROGRAM AUTHORIZATION (AUTHORITY TO SPEND MONEY) AND PROGRAM APPROPRIATION (ACTUAL MONEY AVAILABLE TO SPEND) IN PROGRAMS FOR THE HANDICAPPED.

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The Committee was dismayed to learn that limited operating funds will not allow a sufficient number of Advisory Committee meetings to be held; provide for sufficient travel of Bureau personnel; consultants for the Committee; or for sufficient personnel to operate the Bureau at maximum efficiency. It is important for the proper operation of Federal programs that the agency held responsible for performance should be equipped with highly regarded professional staff and the necessary tools to do the job. In this instance, it is vital that operating funds be made available to allow the staff to travel in order to consult with State and local educational agencies, and institutions of higher learning to assist programs that need help and provide essential advice for new programs just getting started.

We cannot think of a more wasteful approach to important social problems than to hire an efficient professional staff and then deny it the necessary tools to do an excellent job. The consequences of such short-sighted planning are that the highly qualified staff will leave, and, by default, the important job to be done in the Federal Government must be attempted with a less qualified group of pro-

fessionals who will not have effective tools to accomplish their mission.

THEREFORE, THE COMMITTEE RECOMMENDS THAT:

3. THE BUREAU OF EDUCATION FOR THE HANDICAPPED SHOULD BE PROVIDED WITH AN ADEQUATE OPERATING BUDGET TO ALLOW IT TO ACCOMPLISH ITS MISSION.

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The members of the Committee have learned more about the difficult and complicated processes by which new knowledge translates into action at the local school level. To accomplish the moves through the major phases of research, development, dissemination, implementation and adoption, a variety of organizations are needed.

One of the major, but unmet organizational needs in the area of the handicapped, is the need for Research and Development Centers. Such Centers would provide for the means by which knowledge is organized into effective sequences. This is required for the broad range of talent and personnel who are able to work consistently on major program development and curriculum development problems in the area of the handicapped. Without such organization, the teacher is forced to assume the equivalent role of being the composer of a sonata, as well as being required to play it with sensitivity and grace. This is asking too much of an individual who has never been trained to do composi-

tion, which is the equivalent of creative curriculum work.

At the present time one such research center is being supported by the Bureau of Education for the Handicapped at Teachers College, Columbia University, in New York City, with an appropriation of $2 million. There is a great need for additional research and development centers in this country to meet the requirements of handicapped children. Adequate funds should be made available to establish a minimum of five research and development centers and vital research facilities in various parts of the United States, and in affiliation with institutions of higher learning within the next five years.

THEREFORE, THE COMMITTEE RECOMMENDS THAT:

4. CONGRESS SHOULD PROVIDE ADDITIONAL FUNDS IN THE RESEARCH BUDGET FOR THE CONSTRUCTION AND OPERATION OF RESEARCH AND DEVELOPMENT CENTERS THAT WILL FOCUS A SUSTAINED EFFORT ON MAJOR RESEARCH PROBLEMS IN THE EDUCATION OF HANDICAPPED CHILDREN.

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The Committee has noted that at the Federal level different agencies assume responsibilities for comprehensive social planning, such as the development of neighborhood service centers or model city programs. Usually such planning by different groups does not include programs for handicapped children until a problem arises calling for implementation and generally long after budgets have been allotted

for other purposes. Measures to cope with the problem of handicapped children should be included by special education planners at the earliest stages of project development.

THEREFORE, THE COMMITTEE RECOMMENDS THAT:

5. IN COMPREHENSIVE PROGRAMS, WITH MULTIPLE AGENCY FUNDING (SUCH AS MODEL CITIES AND NEIGHBORHOOD SERVICE CENTERS), EDUCATIONAL PROGRAMS FOR HANDICAPPED ARE OFTEN OMITTED. FUNDS SHOULD BE AVAILABLE, AND ADMINISTRATIVE AVENUES OPEN, SO THAT HANDICAPPED CHILDREN CAN PARTICIPATE FULLY IN SUCH PROGRAMS.

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RECOMMENDATIONS CONCERNING SPECIAL AREAS NEEDING DEVELOPMENT

From among a great number of areas needing development the National Advisory Committee selected four issues deemed to be current and crucial at this time. These are (a) Special Learning Disabilities, (b) Pre-school Education of the Handicapped, (c) Handicapped Children in the Inner City, and (d) Handicapped Children in Rural Areas.

Special Learning Disabilities

There has been increasing public understanding and concern about special learning disabilities. Local, national, and international organizations have been formed by parents of children with perceptual disorders, brain injury, learning disabilities, or dyslexia. Seven State legislatures have already enacted special legislation to establish educational programs for such children. Several

Federal and private agencies have appointed study committees or sponsored conferences to discuss this handicap area.

The problem of special learning disabilities should be considered as part of a larger issue of the classification of handicapped children. The traditional categories under which special education programs have been organized tend to employ medical rather than educational terminology. These categories often do not correspond to the types of programs required to meet the educational needs of the child. It is the hope of the Committee that attempts to clarify the issue of special learning disabilities will lead to re-examination of the current system of classification of handicapped children in general.

Confusion now exists with relationship to the category of special learning disabilities. Unfortunately it has resulted in the development of overlapping and competing programs under such headings as "minimal brain dysfunction," "dyslexia," "perceptual handicaps," etc.

A Federal study, sponsored jointly by the National Institute of Neurological Diseases and Blindness, the National Society for Crippled Children, and the Office of Education, is now in progress to attempt to define more clearly the nature and extent of these problems, and to provide a basis for the planning of more effective programs of research and service. Prior to the completion of this

study, it is necessary for the Office of Education to formulate a definition. To serve as a guideline for its present program the Committee suggests the following definition.

> "Children with special learning disabilities exhibit a disorder in one or more of the basic psychological processes involved in understanding or in using spoken or written languages. These may be manifested in disorders of listening, thinking, talking, reading, writing, spelling or arithmetic. They include conditions which have been referred to as perceptual handicaps, brain injury, minimal brain dysfunction, dyslexia, developmental phasia, etc. They do not include learning problems which are due primarily to visual, hearing or motor handicaps, to mental retardation, emotional disturbance or to environmental disadvantage."

From an educational standpoint, special learning disabilities must be identified through psychological and educational diagnosis.

The total number of children involved cannot be accurately determined until more adequate diagnostic procedures and criteria have been developed. The disorders may range in degree from mild to severe. While

the milder degrees of learning difficulties may be corrected by the regular classroom teacher, the more severe cases require special remedial procedures. A conservative estimate of the latter group would include from 1 to 3% of the school population.

It is already clear, however, that there is an urgent need for more extensive research on the etiology, diagnosis, psycho-educational assessment and remediation of special learning disabilities. There is an even more urgent need for trained personnel--particularly for personnel in special education.

THEREFORE, THE COMMITTEE RECOMMENDS THAT:

6. FUNDS APPROPRIATED FOR RESEARCH AND TRAINING PROGRAMS FOR CHILDREN WITH SPECIAL LEARNING DISABILITIES SHOULD BE SUBSTANTIALLY INCREASED. SUCH ADDITIONAL FUNDS, NECESSARY TO DEFINE AND EXPLORE THIS NEW AREA, SHOULD NOT BE ALLOCATED AT THE EXPENSE OF THE PRESSING PROGRAM NEEDS IN ESTABLISHED AREAS.

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Early Pre-school Education
of Handicapped Children

The Committee is aware that research on the education of pre-school children has demonstrated that early education can accelerate social and mental development of handicapped children. On the other hand, lack of educational attention to pre-school handicapped children tends to increase the negative effect of mental and physical disabilities as the child becomes older.

Specialized programs for pre-school children have long been advocated for the deaf and the blind, but provisions for other handicapped children at the pre-school level are conspicuous by their absence. Some States do not even have kindergartens for non-handicapped children. Some States that operate kindergartens refuse admission to children who are physically or mentally handicapped.

Even if all other social and moral arguments were disregarded, there are important economic factors to be considered. In a very real sense the handicapped child can be either another economic burden on society or can be a highly productive economic unit, if he receives proper training and education.

For example, when a handicapped child is sent to an institution for the mentally retarded and stays there over the period of his lifetime, it costs society a minimum of $75,000.

If a child can be rehabilitated through special education at an early age, the community saves many thousands of dollars. For example, if it costs about $1,000 a year for this child's education between the ages of 6 and 16 -- the total cost would only come to $10,000. With this background of education the child growing into an adult can obtain a job and become a substantive member of our society. Not only is he a producer of goods or services, but instead of spending Federal, State or local funds for his

up-keep, he contributes to the economy and carries his fair share of taxes to support the society that helped him.

In view of the impressive gains that are now possible through early intervention in the life of the handicapped child, regression of children with physical and mental handicaps can be avoided by their development at the crucial pre-school age when education is most effective.

THEREFORE, THE COMMITTEE RECOMMENDS THAT:

7. CONGRESS SHOULD APPROPRIATE FUNDS NECESSARY FOR THE DEVELOPMENT OF MODEL PROGRAMS OF PRE-SCHOOL EDUCATION FOR HANDICAPPED CHILDREN BETWEEN THE AGES OF 3 AND 6.

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Program Development for Handicapped Children in the Inner City Areas

The Committee recognizes that the problems of handicapped children in the affluent suburbs of our cities differ markedly from the problems of handicapped children in the inner city.

The problems differ in terms of both cause and solution, and, in both aspects, reach into the very roots of our free society. The study of factors which handicap children in ways that interfere with their educational development should be given the highest priority by social, medical and educational agencies. Ultimate solutions to these problems will require a greater concentration of effort, as well as more specific knowledge than we presently possess.

The Committee realizes that special studies need to be made to identify the children in some city areas and to find answers to the problems they present. The following observations are pertinent to several aspects of the problems.

Thousands of handicapped children in the poverty pockets of our inner cities are neglected educationally. Parents may lack financial resources or information for securing available medical, educational, or social services soon enough to reduce the impact of the child's handicapped condition.

Reports from school personnel in the inner city schools indicate that there is a greater percentage of children with handicaps in the inner city than in the outer city and in suburban communities.

The lack of information about handicaps of children in the inner city requires considerable effort in studies to (a) identify the numbers of children involved and the types of handicaps in the inner city; and (b) determine what diagnostic and remedial services would be needed for early intervention in terms of educational programming.

Special education needs special personnel, working in a special setting, in the service of special children. The inner city schools could be seen as physical resources

into which specialized personnel, equipment, supplies, and expert administration are combined to develop quality services to handicapped children in the inner cities.

After special services become available to inner city students, these services could be used by handicapped pupils in the outer city, the metropolitan area, and the suburban school districts. This might require the transfer of handicapped pupils from the outer cities into especially well-staffed facilities in the inner cities. One suggestion is that there be a planned regionalization of services in most or all of the schools of the inner city, rather than a clustering of all services in a few of such schools in the outer city.

It is recognized that the problems of the inner cities are complex and will require considerable study and effort before solutions can be found.

THEREFORE, THE COMMITTEE RECOMMENDS THAT:

8. THE BUREAU OF EDUCATION FOR THE HANDICAPPED SHOULD ENCOURAGE RESEARCH FOR THE PURPOSE OF IDENTIFYING THE NUMBER, VARIETY, AND SEVERITY OF HANDICAPPING CONDITIONS EXISTING IN THE CHILD POPULATION OF THE INNER CITY AREAS.

9. THE BUREAU OF EDUCATION FOR THE HANDICAPPED SHOULD ENCOURAGE STATES AND LOCAL COMMUNITIES TO DEVELOP UNIQUE EDUCATIONAL PROGRAMS IN INNER CITY SCHOOLS THAT WILL BE ADAPTED TO THE CONDITIONS OF INTELLECTUAL, SOCIAL, AND EMOTIONAL DEPRIVATION OFTEN FOUND IN INNER CITIES.

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Education of Handicapped Children in Rural Areas

In rural areas, as well as in crowded cities, the Committee recognizes that the problem is to find and identify handicapped children as early as possible. Having found them, the next task would be to make diagnostic, educational and other services available. To accomplish this it is necessary to either bring the children to the services, or take services to the children. In areas where distances are great and children live in regions remote from the cities, the supplying of services is difficult and costly. Poverty in rural areas further complicates the problem. The President's National Advisory Commission on Rural Poverty recently termed the poverty of 14,000,000 rural Americans "a national disgrace."

Legislative bodies throughout the United States, including the Congress and State legislatures, have recognized this demand for equalized educational opportunity for children in rural areas. While the goal to educate all handicapped children in the nation is the same, achieving it in rural America presents a special challenge.

Adequate programs for handicapped children in rural areas have not been developed because of problems of transportation, unavailability of special equipment and teaching materials, difficulty in obtaining qualified teachers, and in administering programs in sparsely pop-

ulated areas. The following plans may be demonstrated on a substantial scale through model programs or through prototype demonstrations of services.

Development of Special Educational Administrative Units for Sparsely Settled Areas. The development of cooperative regional administrative units should be established on a multi-school district basis. This unit would have both fixed and mobile centers to bring equipment and services to special education teachers and handicapped children. It would operate similarly to the cooperative educational service agencies which have been developed in the States of Wisconsin and New York.

Administrative demonstration units would develop and provide (a) diagnostic services through fixed and mobile units, (b) remedial programs in the home and in the schools, (c) special instructional materials and special equipment, and (d) other services needed to reach every handicapped child in the area or region. This administrative unit would also provide the loan of special equipment. Such equipment would include wheel chairs, crutches, auditory training units, Braille equipment, and other types of equipment as needed.

. Development of Special Regional Boarding Facilities on a Short Term Basis. Since diagnosis of handicapped children and an educational prescription require a period of remediation, some handicapped children in rural areas

can be assigned to a regional residential facility for a trial period. In this residential unit, adequate observation and diagnosis can be made by a team of diagnosticians (from medicine, psychology, social work, and special education) and clinical teachers to determine the proper equipment, remedial methods, and instructional materials that are needed for a particular child. This residential unit would also serve as a teacher training unit, since it will be necessary for the parents and local school personnel to become acquainted with assets and disabilities of the child. They also need to become familiar with the implementation of the prescription for teaching that is developed in the residential unit. Such a residential facility could be located in a center where specialized personnel for diagnosis and clinical teaching are available.

. <u>Development of Transportation Systems that will Reach Handicapped Children in Remote Areas</u>. For especially remote areas the Committee has considered the possibility of a flying service, similar to the program developed by the flying doctor service in the schools of Western Australia. The use of planes on educational missions is not unknown in this country. School authorities in Montana were flown by private plane not long ago to inspect a model school in Spokane, Washington. The plane was piloted by the Director of the Rocky Mountain Educational Labora-

tory who uses his plane to cover an eight-state area.

. Development of Procedures using Modern Communication Techniques for Home-bound Children. For the home-bound child it is recommended that teaching be augmented with closed circuit television, special frequency radio, use of telephone -- or all of these services in combination.

THEREFORE, THE COMMITTEE RECOMMENDS THAT:

10. PROVISIONS SHOULD BE MADE FOR FEDERAL FINANCIAL ASSISTANCE FOR THE DEVELOPMENT OF MODELS OR PROTOTYPE DEMONSTRATIONS OF SERVICES TO RURAL HANDICAPPED CHILDREN.

In making these recommendations the National Advisory Committee on Handicapped Children recognizes that we have realized a year of significant achievement, a year that has provided a sound foundation for the next stage of progress.

A favorable response to the Committee's recommendations could generate the next thrust forward towards the fulfillment of the commitment to educate the nation's handicapped children.

With this presentation of views and recommendations to improve the function of the Bureau of Education for the Handicapped, and to act upon four special areas that urgently need attention in order to speed the education of handicapped children, the Committee looks forward to the coming year's activities. During 1968, the Committee plans

to initiate investigations and special task force studies encompassing other important areas that require development for the benefit of handicapped children.